

6. NEIGHBOURHOOD DEVELOPMENT PLAN POLICIES

- 6.1 This section sets out the planning policies of the PNDP. These will be used to help determine planning applications in the area and shape the future of Penrith as a place to live, work and visit.

The Policies have been prepared by the Neighbourhood Plan Development Group on behalf of Penrith Town Council.

Each policy is set out under one of the 8 objectives identified for the Regulation 16 Draft PNDP and is accompanied by a Background/Justification section that sets out why the policy is needed the evidence used to develop and justify the policy.

- 6.2 This section also includes where necessary, explanatory material setting out how the policy will be used when planning applications and proposals are being assessed and prepared.

OBJECTIVE 1: SUSTAINABLE DEVELOPMENT

To ensure that all development in the town is sustainable and meets the needs of the present without compromising the ability of future generations to meet their own needs and to promote and pursue a transition to a low carbon economy.

Policy 1 Environmentally Sustainable Design

Development should be designed in such a way that it promotes high quality, environmentally sustainable design. Proposals should, therefore, be informed by, and respect, the town's wider character and the local site context. High quality, contemporary design will be encouraged, which may promote local distinctiveness or, where appropriate, reflect a different aesthetic which expresses 21st Century responses, including design to reduce the impact of climate change. Planning applications will be assessed against the following:

1. Design and Access Statements, where they are required to accompany a planning application, should set out how the proposal achieves high quality design and sustainable development.
2. For planning applications classed as major development (see the Glossary in the PNDP) the Renewable Energy Statement will be encouraged to set out how the proposal meets zero or low carbon targets and includes climate change resilience measures. For commercial building schemes which meet Building Research Establishment Environmental Assessment Method (BREEAM – Good or Excellent Standard) will be supported.

3. If the proposals are an innovative sustainable design solution such proposals will be encouraged to ensure that buildings remain at the forefront of contemporary, sustainable building design and will be assessed for the way in which they include measures for:
 - i. Adopting water recycling methods at source;
 - ii. Using sustainable building materials;
 - iii. Recycling of grey and rainwater;
 - iv. Adopting high standards for thermal insulation and using features such as building orientation and natural ventilation to maximise passive solar gain and to aid natural heating and cooling of buildings and
 - v. Inclusion of design features that encourage more sustainable lifestyles e.g. electric vehicle charging points, convenient storage of waste for recycling etc.

Background/Justification

- 6.3 Proposals for new housing will be expected to meet the requirements of the Code for Sustainable Homes (CSH), or for commercial development the Building Research Establishment Environmental Assessment Method (BREEAM). The ministerial statement of 25 March 2015 states that: "For the specific issue of energy performance, local planning authorities will continue to be able to set and apply policies in their Local Plans which require compliance with energy performance standards that exceed the energy requirements of Building Regulations until commencement of amendments to the Planning and Energy Act 2008 in the Deregulation Bill 2015."
- 6.4 Those amendments have not been enacted to date. Setting standards equivalent to the Code for Sustainable Homes Level 4 (CSH4) is consistent with the stated intent of the ministerial statement: "The government has stated that, from [the enactment of the amendments], the energy performance requirements in Building Regulations will be set at a level equivalent to the (outgoing) Code for Sustainable Homes Level 4. Until the amendment is commenced, we would expect local planning authorities to take this statement of the government's intention into account in applying existing policies and not set conditions with requirements above a Code level 4 equivalent." (Ministerial Statement: [The Rt Hon Sir Eric Pickles, Department for Communities and Local Government](#), 25 March 2015)

- 6.5 Applicants will be encouraged to provide Sustainability Statements, or separate sections in submitted Design and Access Statements to provide comprehensive evidence of the sustainability of each development, demonstrating that the design meets the highest feasible and viable standards.
Measures that could be included for major development include standard methods of assessment such as BREEAM or Code for Sustainable Homes (CSH) equivalents. Following amendments to the Planning and Energy Act 2008 then the standards required by the PNDP and other planning policy will change in accordance with national guidance.
- 6.6 Tackling climate change is a long-standing priority in the UK. Section 19 of the Town and Country Planning Act (as amended by the Planning Act 2008) states that "Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change".
The NPPF explains that this provision should be complied with "in line with the objectives and provisions of the Climate Change Act 2008" (footnote 16). The 2008 Climate Change Act commits the UK to reduce carbon emissions by at least 80% by 2050, from a 1990 baseline.
- 6.7 The UK Carbon Plan states that, if this target is to be reached, "by 2050 the emissions footprint of our buildings will need to be almost zero". The UK Carbon Plan (HM Government, 2011) states that, if this target is to be reached, "The English Housing Survey (2008) identified that nearly 80% of the current housing stock were built more than 34 years ago.
- 6.8 The reality is that homes we build today will still be in use in 2050 when all our housing stock must be almost zero carbon. The homes we build today must be built to run without emitting greenhouse gas emissions. If this does not happen, costly energy retrofits may be required within the next 30 years, with those costs likely to fall to the homeowner or tax payer.
- 6.9 If we are to limit the increase in global temperature rises to a level that will avoid the worst impacts new development must begin to make the transition to zero greenhouse gas emissions now.

Relevant District Planning Policies:

Eden Local Plan 2014-2032:

- DEV1 General Approach to New Development
- DEV2 Water Management and Flood Risk
- DEV5 Design of New Development
- ENV5 Environmentally Sustainable Design
- ENV6 Renewable Energy

Penrith Town Council Strategic Priorities:

Health and Wellbeing; Economic Development; Transport; Growth; Community Engagement.

Policy 2 Energy Use and Reducing Carbon Emissions

Developers of major commercial proposals above a threshold of 1,000 square metres shall provide at least 15% of the development's total predicted energy requirements from on-site renewable energy generation and storage, unless this can be demonstrated to be neither practicable nor viable.

Background/Justification

- 6.10 The planning system should support the transition to a low carbon future (NPPF, para.148).
- 6.11 Policy 2 seeks to set detailed local policy for Penrith so that the national aim of securing radical reductions in greenhouse gas emissions can be met. The Government has set a target to deliver 15% of the UK's energy consumption from renewable sources by 2020.
- 6.12 For the purposes of this policy renewable energy could also include passive solar design; wind turbines; Biomass, ground and air source heat pumps and district heating schemes. Such schemes should be practical e.g. small wind turbines in suitable locations, such as where they would not have significant adverse impacts; and, viable, i.e. they can be delivered as part of a wider scheme without affecting the financial viability of the development.
- 6.13 Policy 2 should be read in conjunction with Eden Local Plan 2014-2032 policies ENV5 Environmentally Sustainable Design and ENV6 Renewable Energy.



Relevant District Planning Policies:

Eden Local Plan 2014-2032:

- DEV1 General Approach to New Development
ENV5 Environmentally Sustainable Design
ENV6 Renewable Energy

Penrith Town Council Strategic Priorities:

Health and Wellbeing; Growth.

Policy 3 Accessibility and Social Inclusion

To ensure that all development proposals meet the needs of all groups and sections of the community, those that are within or adjacent to the urban area should be in a location that can be reasonably accessed by walking, cycling, those with mobility aids, public transport and motor vehicles. To increase accessibility, proposals should incorporate measures and features to ensure that any routes (eg. footpaths, streets, roads etc.) through, to and from a site are welcoming, overlooked and safe.

To improve social inclusion proposals should also:

1. Provide high quality, well located, accessible, functional, centralised public open spaces, play areas and public spaces that allow people of all ages and backgrounds to meet and lead healthy and active lifestyles, where feasible and appropriate.
2. Incorporate design features that will allow buildings and spaces the flexibility to adapt and change so they can meet the needs of a changing population e.g. by incorporating design features such as those in the Lifetime Homes Standard that allow flexibility and adaptability to create better living environments for everyone.

Background/Justification

6.14 The ELP2014-2032 seeks to achieve “Thriving Communities”

(Local Plan Objectives 15, 16 & 17). Such communities will have “locally accessible, high quality health care”, protected and enhanced community facilities and services where accessibility to them has been maximised, to create a “sense of community and belonging”. “Lifetime Homes” are ordinary homes designed to incorporate design features to support the changing needs of individuals and families at different stages of life.

6.15 Policy 3 of the PNDP is a plan-wide, Penrith-wide policy that seeks to ensure that new development in the Neighbourhood Area promotes social inclusion for all sections of the community and delivers the social role of sustainable development.

6.16 Planning’s main way of contributing to this is in the geographical location of land uses, and their physical accessibility (e.g. through design) of buildings and spaces. Penrith’s population is generally a healthy one. In 2011, 79.6% of residents considered themselves to have “very good” or “good” health” and that their day-to-day activities were not limited, but 9.0% of residents considered that day-to-day activities were limited a lot; 10.5% limited a little (Source: 2011 Census).

Relevant District Planning Policies:

Eden Local Plan 2014-2032:

DEV1 General Approach to New Development
DEV3 Transport, Accessibility and Rights of Way
DEV5 Design of New Development

Penrith Town Council Strategic Priorities:

Health and Wellbeing.

Policy 4 Conservation Areas in Penrith

A. Penrith Conservation Area

Development within or affecting the setting of the Penrith Conservation Area should be designed to take account of the conservation or enhancement of the following:

1. Historic street patterns and layouts including former market places, lanes and yards and the Conservation Area's high degree of permeability.
2. The fine grain of built development and the well-defined building hierarchy with buildings generally two storeys in height and not exceeding four storeys unless of exceptional design and having no other significant adverse impact.
3. Vernacular buildings and styles.
4. Retention, re-use and use of local materials, for example red sandstone, Westmorland/Burlington slate and timber in buildings and red sandstone for boundary walls, or sympathetic alternatives that would encourage high quality, innovative design.
5. Irregular roofscapes and the predominance of vertical fenestration including number and size of window openings, materials, sub-division of windows (e.g. mullions), decoration, shutters, window colour and glazing.
6. The retention, renovation and re-introduction of traditional shopfronts in line with the planning policies in this plan and the Eden District Shopfronts Supplementary Planning Document.
7. Key views and vistas within and of the Conservation Area, including the view of Beacon Hill from Penrith Castle.
8. Hard and soft landscaping in local materials with native species planting.

Policy 4 Conservation Areas in Penrith

B. Penrith New Streets

Development within or affecting the setting of the Penrith New Streets Conservation Area should be designated to take account of the conservation or enhancement of the following:

1. Retain the layout of the tightly knit terraces and larger semi-detached and detached villas.
2. Use suitable materials such as red sandstone and Westmorland /Burlington slate roofs or sympathetic alternatives that would introduce and encourage high quality, innovative design.
3. Retention of vernacular architectural detailing such as arched doorways, bay windows, stone mullions, large stone chimney stacks and decorative eaves, and sandstone boundary walls within a high-quality design proposal.
4. Retention of mature gardens and open spaces that are integral to the Conservation Area and its setting.
5. Key views and vistas within and of the Conservation Area including the view of the Lakeland Fells and the green above Scaws Drive and from Beacon Edge.

Supporting Town Council Actions

To work with EDC to investigate the desirability of designating some of the residential properties in Castletown a Conservation Area.



Background/Justification

- 6.17 Penrith retains a strong sense of identity and local distinctiveness. This stems from the historic market town and the atmosphere this creates, and from the historic built environment with its distinctive red sandstone buildings, narrow streets and passageways. Important in their own right, the town's designated heritage assets, such as the Conservation Areas, help retain the distinctive character of the town and are attractive to visitors and residents alike and have an important role to play in supporting heritage related tourist visits.

6.18 Much of the central area of the town was designated as a Conservation Area in 1975 and then revised on 27 May 1976, 16 April 1981 and 4 May 2010. (Figure 9).

6.19 Drovers Lane is sandwiched between the Penrith New Streets and Penrith Conservation Areas; it is one of the main routes into town and is a good illustration of the history and development of the town through various historical periods and different architectural styles. When proposals affect Drovers Lane, given the area's straddling of the two Conservation Areas, applicants' attention is drawn to the need to consider this area as a whole and not simply as part of the Conservation Area within which it may fall.



Innovative design in the New Streets showing the same house before and after being redesigned

Relevant District Planning Policies:

Eden Local Plan 2014-2032:

ENV10 The Historic Environment

Penrith Town Council Strategic Priorities:

Health and Wellbeing.

Figure 9. Penrith and Penrith New Streets Conservation Areas
 (Source: Eden District Council)

